

Message Text

PAGE 01 KABUL 02083 291322 Z

52

ACTION NEA-12

INFO OCT-01 IO-12 ADP-00 AID-20 BNDE-00 TRSE-00 AGR-20

IGA-02 SS-14 EB-11 PC-15 CIAE-00 INR-10 JUSE-00

NSAE-00 RSC-01 SNM-02 SY-07 USIA-12 NSC-10 SCI-06

OMB-01 RSR-01 DODE-00 H-02 L-03 /162 W

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R 291205 Z MAR 73

FM AMEMBASSY KABUL

TO SECSTATE WASHDC 2582

INFO USMISSION GENEVA

C O N F I D E N T I A L KABUL 2083

E. O. 11652: GDS

TAGS: SNAR, AF

SUBJECT: NARCOTICS CONTROL ACTION PLAN FOR AFGHANISTAN--

ANALYSIS OF UNFAO REPORT ON NARCOTICS CONTROL IN AFGHANISTAN

REF: A. STATE 049755

B. 1972 UN/ FAO REPORT

C. KABUL 1300

D. KABUL 1434

E. KABUL 1488

1. UN/ FAO REPORT SEEN AS SUBSTANTIAL DRAFT EFFORT IN OUTLINING POSSIBLE AFGHAN PROGRAM IN AREAS OF LEGISLATION, ENFORCEMENT AND DEVELOPMENT ACTIVITIES. PROVIDES UMBRELLA OF GENERAL PROGRAM PARAMETERS UNDER WHICH USG AND OTHER DONORS CAN PARTICIPATE. HOWEVER, REPORT STATES CLEARLY THAT ITS CONCLUSIONS AND AND RECOMMENDATIONS SHOULD BE REGARDED AS PROVISIONAL AND FURTHER FIELD INVESTIGATIONS AND DISCUSSIONS WITH RGA ARE NECESSARY FOR DEVELOPMENT OF DEFINITIVE PROJECTS AND PROGRAMS. WE CONCUR WITH STATED PROVISIONAL QUALITY OF REPORT AND HAVE HERETOFORE ATTEMPTED ONLY TO RECOMMEND POTENTIAL USG INPUTS TO ASSIST DEFINING AREAS AND DEGREE OF USG UNILATERAL SUPPORT IN RESPONSE TO THE UN/ FAO MISSION'S HOPE THAT APPROPRIATE ADDITIONAL CONTRIBUTIONS WILL BE FORTHCOMING FROM BILATERAL
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PAGE 02 KABUL 02083 291322 Z

SOURCES. NEGOTIATIONS TO FINALIZE REPORT NOW SCHEDULED TO COMMENCE IN APRIL.

2. UN/ FAO TEAM WAS IN AFGHANISTAN FOR LESS THAN THREE WEEKS, AND FIELD VISITATIONS WERE LIMITED TO SIX DAYS (THREE DAYS NANGARHAR, TWO DAYS BADA KHSHAN, ONE DAY TAKHAR). REPORT EMPHASIZES PAUCITY OF ACCURATE DATA OF RGA ON WHICH TO DEVELOP PROGRAM. EXTREMELY LIMITED TIME ENGAGED IN FIELD VISITATIONS CANNOT ADEQUATELY OVERCOME DATA LIMITATIONS AND THEREFORE AFFECT PROGNOSIS OF PROVISIONAL PROGRAM RECOMMENDATIONS.

3. SUMMARY USAID/ A REACTION UN/ FAO TEAM REPORT DIRECTS ATTENTION TO THREE PRIMARY AREAS: EXTENT AND LOCATION OF POPPY PRODUCTION, ESTABLISHMENT OF AUTHORITIES OUTSIDE LINE MINISTRIES, AND SOCIAL AND POLITICAL REALITIES OF TARGET POPULATION.

A. EXTENT/ LOCATION POPPY PRODUCTION:

WE CONTINUE TO BE CONCERNED OVER SCANT DATA REGARDING ACTUAL PRODUCTION. WHEREAS WE AGREE ALL SIGNS POINT TO INCREASING PRODUCTION AND CONCUR THAT BADA KHSHAN AND NANGARHAR ARE VERY PROBABLY HARD- CORE AREAS, IT IS IMPOSSIBLE TO PROCEED WITH FIRM PROGRAM PROPOSALS WITHOUT ADDITIONAL INFORMATION. IN PARTICULAR UN REPORT OMITTS HELMAND VALLEY. ILLUSTRATIVE UN/ FAO MISSION REPORT AMBIGUITIES INCLUDE:

(1) CENTRAL GOVERNMENT' S ESTIMATE OF YIELD PER JERIB (14 KG) IS GENERALLY DISCOUNTED YET ESTIMATES UP TO 21 KG ARE ACCEPTED IN BADA KHSHAN.

(2) CENTRAL GOVERNMENT' S ESTIMATES OF AREA UNDER POPPY CULTIVATION ARE ACCEPTED COUNTRY- WIDE, EXCEPT FOR BADA KHSHAN, WHERE FIGURE IS MULTIPLIED BY 7 (1,500 TO 10,500 JERIBS) ON BASIS OF ADJUSTMENTS MADE TO EXTENSION AGENTS' AND FARMERS' ESTIMATES OF 41,500 JERIBS (ERROR IN ADDITION IN COLUMNS 2 AND 3. - ANNEX 6 OPIUM POPPY PRODUCTION IN BADA KHSHAN PROVINCE AS REPORTED BY EXTENSION AGENTS AND FARMERS; NO RATIONALE IS PROVIDED BY REPORT FOR 10,500 JERIB ADJUSTMENT SO PROPENSITY TOWARD SUBSTANTIAL ERROR IS ACUTE.)

(3) TEAM WAS IN BADA KHSHAN ONLY TWO DAYS, DURING TIME AFTER STALK HARVEST AND BEFORE PLANTING SO THAT ESTIMATES WERE CONFIDENTIAL

PAGE 03 KABUL 02083 291322 Z

BASED ONLY UPON INTERVIEWS WITH GOVERNOR AND MOST PROBABLY WITH PERSONS IDENTIFIED BY GOVERNOR. FYI GOVERNOR AYEEN, FORMERLY OF BADA KHSHAN, NOW OF KABUL, HAS BEEN ARTICULATE AND PERSEVERING ADVOCATE FOR DEVELOPMENT OF BADA KHSHAN TO OVERCOME ITS ISOLATION AND OPIUM PRODUCTION. END FYI. CONCLUSION: WE URGE SUPPORT FOR TIMELY ACTION TO ENSURE AERIAL SURVEY THIS SPRING.

B. SEPARATE AUTHORITY. WE CONCUR WITH PROPOSED ESTABLISHMENT

OF SEPARATE AUTHORITY WITHIN PRIME MINISTRY TO ACT AS COORDINATOR OF EFFORTS, BUT ARE NOT CONVINCED AT THIS TIME THAT MINISTRY OF AGRICULTURE AND IRRIGATION (MAI), PROVINCIAL DEVELOPMENT DEPARTMENT (PDD) AND MINISTRY OF PUBLIC WORKS (MPW), THROUGH ADDITIONAL SUPPORT TO THEIR ON- GOING PROGRAMS, WOULD NOT AFFORD MORE EFFICIENT AND TIMELY ACTION ALONG LINES PROPOSED THAN AUTONOMOUS REGIONAL OPERATING AUTHORITIES. THIS ISSUE WILL NEED FURTHER EXAMINATION DURING NEGOTIATIONS. FURTHER DECISIVE CONSULTATIONS WITH IBRD ARE REQUIRED TO EXPLORE EXPLOITATION OF EXISTING CREDITS WITH MINOR IRRIGATION SECTION (MAI) AND KAMPSAX (MPW). WE BELIEVE TEAM'S REPORT HAS EXAGGERATED POTENTIAL FOR RECRUITMENT OF QUALIFIED AFGHAN PERSONNEL TO STAFF AN AUTHORITY OUTSIDE ESTABLISHED MINISTRIES. WHEREAS THERE IS SUCCESEFUL PRECEDENT FOR SEPARATE AUTHORITIES (HELMAND, NANGARHAR, PAKTIA) IF RGA IS AS SERIOUS ABOUT EFFORTS TOWARD OPIUM PRODUCTION CONTROL AS IS BELIEVED, SUPPORT TO EXISTING PROGRAMS MIGHT BE AS FORTHCOMING AS THROUGH SEPARATE AUTHORITY. FURTHER, BY ESTABLISHING SEPARATE AUTHORITY, RESPONSIBILITY FOR CONTAINING NARCOTICS PRODUCTION CAN BE ABROGATED BY ALL RGA OFFICES EXCEPT ONE. THIS SHOULD BE AVOIDED ESPECIALLY IN VIEW OF RANGE ASPECTS OF PROBLEM.

C. SOCIO- POLITICAL REALITIES. WE BELIEVE TEAM WAS CURSORY IN ATTEMPTS TO COMPREHEND LAND- OWNERSHIP PATTERNS. LAND OWNERSHIP IDENTIFICATION IS NOT SOLE KEY FOR PLANNING DEVELOPMENT PROGRAMS. ENTIRE QUESTION OF LAND TENURE IS COMPLICATED FURTHER BY FACT THAT MORE OFTEN THAN NOT LARGE LANDOWNERS CONTROL OR AT LEAST RESTRICT FREEDOM OF SMALL OWNERS. THEREFORE, MORE THAN LAND SURVEYS WILL BE REQUIRED.

4. LEGISLATIVE AND ENFORCEMENT CAPABILITIES.

(A) NARCOTICS CONTROL COMMITTEE, INCLUDING USAID AND BNDD,
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PAGE 04 KABUL 02083 291322 Z

BELIEVES IT QUESTIONABLE WHETHER ENVISIONED LEGISLATION WILL BE AVAILABLE SOON. MINISTRY JUSTICE HAS NOT YET COMPLETED FIRST DRAFT AND FINAL DRAFT MUST BE REVIEWED BY OTHER CONCERNED MINISTRIES AND THEN BY CABINET. PROMULGATION COULD BE EITHER BY PARLIAMENTARY APPROVAL (IF PARLIAMENT IN SESSION) OR BY ROYAL DECREE. WE BELIEVE HIS MAJESTY WILL ISSUE DECREE IF PARLIAMENT NOT IN SESSION, BUT IT APPARENT FINAL ACTION IS STILL MONTHS AWAY.

(B) ENFORCEMENT PROGRAM IS VIABLE, BUT EXTENSIVE TRAINING WILL BE NECESSARY. INSUFFICIENT ATTENTION IS GIVEN IN UN REPORT TO DEVELOPMENT ENFORCEMENT ROLE FOR GENDERMARIE (BORDER CONTROL), CUSTOMS, AND INCREASINGLY ACTIVE MINJUSTICE OFFICIALS. FYI FOR THIS REASON OUR PROPOSALS KABUL 1300 ARE DESIGNED OVERCOME THESE LACUNAE. END FYI. FULL ENFORCEMENT PROGRAM NECESSARY OR TRAFFICKER WILL EASILY SURMOUNT. WE SUPPORT UN ENFORCEMENT

PROPOSALS AS FAR AS THEY GO. WE CANNOT ANSWER LAST QUESTION
PARA 2 REF A (CONCERNING RELATION OF PROVINCIAL HEADQUARTERS
AND ENFORCEMENT ACTIVITIES) SINCE NEGOTIATIONS NOT COMPLETED.
WE ASSUME AMBASSADOR SCHURMANN WILL ADDRESS HIMSELF TO THIS
SUBJECT EITHER DURING FINALIZATION OF REPORT OR IN PREPARING
IMPLEMENTATION PLANS ON WHICH HE INTENDS SEEK AGREEMENT WITH
RGA.

5. CONTRARY TO TEAM REPORT, WE BELIEVE THAT ONCE COMPREHENSIVE
PROGRAM NEGOTIATED AND RGA COMMITMENTS IN ALL AREAS CLEARLY
OBTAINED, DEVELOPMENT PROGRAM SHOULD THEN PROCEED IMMEDIATELY
WHILE LEGISLATIVE AND ENFORCEMENT UNDERPINNINGS BEING DEVELOPED.
INCREASES IN OPIUM DEMAND ABROAD FORESEEN FOR IMMEDIATE
FUTURE COULD STIMULATE CRESCENDO BEYOND RGA'S ABILITY TO CONTROL
DOMESTIC PRODUCTION AND TRAFFICKING, EVEN WITH COMPREHENSIVE
LEGISLATION AND INCREASED ENFORCEMENT CAPABILITY. DEVELOPMENT
PROGRAMS SHOULD BE INITIATED AS SOON AS POSSIBLE TO CONTAIN
PRODUCTION SO THAT LEGISLATION CAN BE EFFECTIVE AND ENFORCEMENT
PROGRAM IMPLEMENTED. ENFORCEMENT RESPONSIBILITIES SHOULD BE
ADMINISTRATIVELY WHOLLY SEPARATE FROM WHATEVER AUTHORITY
CARRIES OUT DEVELOPMENT ACTIVITIES. NEUMANN

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Message Attributes

Automatic Decaptioning: X
Capture Date: 07 MAY 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 29 MAR 1973
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: morefirh
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973KABUL02083
Document Source: ADS
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: n/a
Film Number: n/a
From: KABUL
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19730348/abqcefjv.tel
Line Count: 186
Locator: TEXT ON-LINE
Office: ACTION NEA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 4
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: A. STATE 049755 B. 1972 UN/ FAO REPORT C. KABUL 1300 D. KABUL 1434 E. KABUL 1488
Review Action: RELEASED, APPROVED
Review Authority: morefirh
Review Comment: n/a
Review Content Flags:
Review Date: 27 SEP 2001
Review Event:
Review Exemptions: n/a
Review History: RELEASED <27-Sep-2001 by rowellE0>; APPROVED <28-Dec-2001 by morefirh>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: <DBA CORRECTED> srp 980108
Subject: NARCOTICS CONTROL ACTION PLAN FOR AFGHANISTAN-- ANALYSIS OF UNFAO REPORT ON NARCOTICS CONTROL IN AFGHANISTAN
TAGS: SNAR, AF
To: STATE INFO GENEVA
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005